Before the Federal Communications Commission Washington, D.C. 20554

In the Matter of)	
)	
Schools and Libraries)	CC Docket No. 02-6
Universal Service Support Mechanism)	
)	
Request for Review and/or Waiver)	Application Nos. 161054574,
By Education Networks of America, Inc.)	161055248

REQUEST FOR REVIEW AND/OR WAIVER BY EDUCATION NETWORKS OF AMERICA, INC. OF A DECISION BY THE UNIVERSAL SERVICE ADMINISTRATIVE COMPANY

Pursuant to sections 54.719 and 54.722 of the Commission's rules,¹ Education Networks of America, Inc. (ENA) respectfully requests a review of a Universal Service Administrative Company (USAC) decision to deny a funding request by the Metropolitan Nashville Public Schools (MNPS) for funding year 2016. Alternatively, ENA respectfully requests a waiver of the Commission's "red light rule," an alleged violation of which was the basis for USAC's denial of MNPS's funding request.

¹ 47 C.F.R. § 54.719(b), (c); 47 C.F.R. § 54.722(a). Education Networks of America, Inc. is the parent company of ENA Services, LLC (SPIN #143030857), the service provider for MNPS on these applications, and therefore is a "party aggrieved by an action of the Administrator." 47 C.F.R. § 54.719(b).

² 47 C.F.R. § 1.1910.

TABLE OF CONTENTS

I.	BACKGROUND	4
	MNPS DID NOT VIOLATE THE RED LIGHT RULE	
	IN THE ALTERNATIVE, A WAIVER OF THE COMMISSION'S RULES IS IN THE IC INTEREST	
A.	Bureau Precedent Supports a Waiver Where the Applicant Has Not Received Actual Notice of a USAC Decision	
B.	A Waiver Is in the Public Interest	11
IV.	CONCLUSION	13

EXECUTIVE SUMMARY

ENA seeks review of a decision by USAC to deny funding to MNPS for funding year 2016. USAC denied MNPS's funding request because it determined that MNPS was in violation of the Commission's red light rule.

The Wireline Competition Bureau should reverse USAC's decision because USAC erred in finding a red light rule violation. MNPS did not receive notice from USAC of its outstanding debt until it received the denial of its 2016 funding request on January 10, 2017. Before that date, MNPS had no idea USAC believed it owed a debt to the Universal Service Fund (USF). Once it received actual notice, MNPS promptly paid the outstanding debt, only two weeks after having received notification of the debt's existence. Commission precedent requires entities to pay a debt within 30 days of receiving *actual notice* of that debt, which MNPS did. Thus MNPS never violated the red light rule. USAC's decision is therefore in error and should be reversed.

If the Bureau nonetheless agrees with USAC that MNPS violated the red light rule, ENA respectfully asks the Bureau to waive the rule to allow MNPS's 2016 funding request to be considered. The original debt was minuscule and was not the result of waste or fraud, but of a simple clerical error in MNPS's 2012 funding application. In fact, under rules adopted by the Commission in 2014, MNPS's error would not even be considered an error now; MNPS would be allowed to amend its application to correct the issue. MNPS acted in good faith, paying the debt a mere two weeks after receiving actual notice of its existence. It is disproportionately punitive to deny more than \$3.6 million in E-rate funding over a \$1,500 debt that was repaid without delay once the school district found out about it. Accordingly, a waiver of the red light rule would be in the public interest.

I. BACKGROUND

ENA is a leading provider of technology solutions to schools and libraries. ENA has been involved in the E-rate program since its inception and has nearly two decades of successful experience, working with a diverse group of schools and libraries, including rural and urban, large and small, system-wide and statewide, and supporting every type of demographic. ENA was MNPS's service provider for the applications referenced above.

On February 17, 2016, USAC sent MNPS a notification of improperly disbursed funds letter, intending to notify MNPS that USAC would seek recovery of \$1,518.93 disbursed to MNPS in funding year 2012. The funding was being recovered because MNPS inadvertently omitted an eligible school from its FCC Form 471 application. USAC then mailed a first demand payment letter on April 18, 2016, followed by a second demand payment letter on May 19, 2016. All three of these letters were sent to an outdated address; as a result, MNPS never received any of them.³

At some point, USAC realized that it was sending correspondence to the wrong address, because USAC has stated that it re-sent the first demand payment letter to MNPS's correct address on October 20, 2016, and re-sent the second demand payment letter, along with a Notice

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³ See Request for Review and/or Waiver by the Metropolitan Nashville Public Schools (BEN 128258) of Decisions of the Universal Service Administrator, CC Docket No. 02-6 (filed Oct. 20, 2017) (MNPS Appeal). ENA's understanding of the sequence of events described herein comes from conversations with USAC staff and with Tom Bayersdorfer at MNPS. ENA never received copies of any of the letters USAC claims to have sent to MNPS; ENA is familiar with the letters described herein only because USAC staff provided copies of some of them to ENA in March 2017. In order to avoid excessive repetition, ENA herein cites to MNPS's appeal and to the accompanying affidavit of MNPS's E-rate coordinator, Thomas Bayersdorfer, where appropriate to establish the facts underlying this appeal.

of Withholding Letter, to the correct address on November 21, 2016.⁴ MNPS did not receive any of this correspondence either.⁵

At no time during this period did ENA itself receive any notification or other indication from USAC that anything was wrong. ENA was submitting service provider invoices (SPIs) to USAC throughout this same time period requesting payments related to MNPS's funding year 2016 FRNs. All payments were processed in the ordinary course without any indication that MNPS was on the red light list.

On January 10, 2017, MNPS's E-rate coordinator, Thomas Bayersdorfer, received a Notice of Dismissal Letter from USAC, stating that MNPS's applications for \$3,640,922.90 in E-rate funding for funding year 2016 were being dismissed because MNPS was in violation of the red light rule due to the outstanding debt from funding year 2012.⁶ Because all applications must be filed within the funding window to receive funding, MNPS had no opportunity to cure the dismissal of the FY 2016 applications, absent this appeal.

MNPS had received none of USAC's prior correspondence about the debt, so the District was not aware the USAC had sought repayment of the funds until the January 10 Notice of Dismissal Letter that Mr. Bayersdorfer received.⁷ Two weeks later, on January 25, 2017, MNPS paid the debt to USAC in full.⁸

⁴ See MNPS Appeal at 3.

⁵ See id. at 4.

⁶ See id., Attachment I (Notice of Dismissal).

⁷ USAC has also informed MNPS that it left voice mails for Mr. Bayersdorfer during Thanksgiving week, 2016. As Mr. Bayersdorfer explains in his affidavit accompanying MNPS's appeal, his company changed voice mail software that week, while he was on vacation, and as a result any voice mails he received that week were lost. MNPS Appeal, Attachment C (Affidavit of Thomas Bayersdorfer).

⁸ See MNPS Appeal at 5.

ENA filed a timely appeal of USAC's funding denial, as did MNPS. On December 27, 2017, USAC denied ENA's appeal, again finding that MNPS was delinquent on repayment of a debt owed to USAC after a Notice of Withholding Action was issued.⁹ ENA herein timely files its request for review and/or waiver with the Commission.¹⁰

II. MNPS DID NOT VIOLATE THE RED LIGHT RULE

USAC erred when it found that MNPS violated the red light rule. The rule provides that "If a delinquency has not been paid or the debtor has not made other satisfactory arrangements within 30 days of the date of the notice provided [to the debtor], the application or request for authorization will be dismissed." MNPS paid its outstanding debt 15 days after receiving notice of the debt. Accordingly, MNPS complied fully with the red light rule, and the Bureau should therefore reverse USAC's decision.

USAC believes that MNPS had notice of its outstanding debt prior to receipt of its funding decision for 2017, and neither MNPS nor ENA disputes that USAC attempted to provide notice earlier. But the fact that MNPS never received notice of the debt shows that USAC's efforts to contact MNPS were inadequate. As MNPS explains in greater detail in its own appeal, MNPS first learned about the outstanding debt in USAC's January 10, 2017 notice of dismissal. It received none of the previous correspondence that USAC claims to have sent, some of which was, by USAC's own admission, sent to the wrong mailing address. Even after USAC finally

⁹ See Exhibit 1, USAC Decision on Appeal, at 1 (Dec. 27, 2017).

¹⁰ 47 C.F.R. § 54.719(b), (c); 47 C.F.R. § 54.722(a).

¹¹ 47 C.F.R. § 1.1910(b)(3).

began addressing letters to the correct address in October 2016, MNPS attests that it still did not receive them. 12

It is also unclear whether USAC complied fully with the Commission's procedural requirements for debt recovery actions. The Commission's procedures require that "if USAC does not receive repayment within 30 days after issuance of the second demand letter, USAC shall refer the matter to the Commission on the 31st day after issuance of the second demand letter." Upon receiving such a referral, the Commission "will issue [a letter] demanding repayment." Neither MNPS nor ENA received any correspondence from the Commission on this matter, which leaves open the question as to whether USAC referred MNPS to the Commission as it is required to do.

As noted above, ENA itself never received any indication from USAC of any problem with MNPS's funding year 2016 application. While there is no specific requirement that USAC notify service providers of problems such as the one at issue in this appeal, ENA typically receives notification from USAC about issues affecting ENA's payment for services provided to E-rate applicants, such as an applicant going on the red light list. In this case, though, ENA never had any indication that anything was wrong, and in fact had reason to believe that everything was fine.

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¹² See MNPS Appeal, Attachment C (Affidavit of Thomas Bayersdorfer). It is not clear why, when USAC clearly realized at some point that it had been sending crucial correspondence about an outstanding debt to the wrong address, it did not subsequently reach out to MNPS to ensure that it was receiving USAC's letters.

¹³ Changes to the Board of Directors of the National Exchange Carrier Association, Inc., Federal-State Joint Board on Universal Service, CC Docket Nos. 96-45 and 97-21, Order, 15 FCC Rcd 366, 372 ¶ 15 (2000).

¹⁴ *Id.* at 372-73 ¶ 16.

It appears that in USAC's view, MNPS was placed on the red light list in May 2016. ¹⁵ Throughout 2016, ENA was submitting service provider invoices (SPIs) requesting payments related to MNPS FRNs. All payments were processed in the ordinary course without any indication that MNPS was on the red light list. If MNPS had indeed been on red light, those invoices should have been rejected, at which point ENA could have notified MNPS that there was an issue, and MNPS could have paid the outstanding debt. The fact that USAC continued to pay ENA's invoices suggests that either MNPS was not in fact placed on red light during spring 2016, or something was not working between the red light system and the invoicing system.

ENA also notes that, had USAC processed applications within the timeline established by the Commission, in funding year 2016, MNPS's application would not have been still pending when USAC dismissed it. The Commission has directed USAC to review and issue commitments for all workable applications by September 1 in each funding year. There is no evidence that MNPS's FY 2016 application was not workable. If USAC had processed the FY 2016 applications in a timely fashion, MNPS's application would not have still been pending in November for it to be available for dismissal. Once MNPS was on the red light list, instead of rejecting a pending application, USAC would have only rejected invoices that were filed. MNPS could have paid the debt and resubmitted the invoices for payment by the invoicing deadline, which was months later. This process would have enabled the USF to recover the funds—

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¹⁵ USAC sent a first demand payment letter to the wrong address on April 18, 2016. *See* MNPS Appeal. MNPS never received this letter, as USAC later realized. But based on the timing of this first letter, USAC presumably considered MNPS to be in violation of the red light rule when it had not paid its outstanding debt within 30 days of the date of the letter, which was May 18, 2016.

¹⁶ Modernizing the E-rate Program for Schools and Libraries, WC Docket No. 13-184, Report and Order and Further Notice of Proposed Rulemaking, 29 FCC Rcd 8870, 8893 ¶ 59 (2014) (First Modernization Order).

meeting the Commission's recovery goals—without the need to resort to the draconian penalty of application denial.

III. IN THE ALTERNATIVE, A WAIVER OF THE COMMISSION'S RULES IS IN THE PUBLIC INTEREST

As we have explained, MNPS did not violate the red light rule, having repaid its debt within 30 days of receiving actual notice of it. However, should the Bureau disagree, ENA respectfully requests in the alternative that the Bureau waive the red light rule in order to grant the requested relief.

A. Bureau Precedent Supports a Waiver Where the Applicant Has Not Received Actual Notice of a USAC Decision

Bureau precedent supports ENA's request for waiver. In its *Central Technology Center Order*, the Bureau waived the Commission's 60-day deadline for filing appeals of USAC decisions where the applicant had never received the commitment adjustment letter that triggered the filing deadline.¹⁷ The Bureau accepted an applicant's argument that USAC had mailed the COMAD to an employee who no longer worked for the applicant, and that the COMAD was returned to USAC as undeliverable.¹⁸

Admittedly, MNPS cannot prove that it never received notice of its debt as definitively as the applicant in the *Central Technology Center Order* did. However, MNPS has submitted an

¹⁷ Requests for Waiver of Decisions by the Universal Service Administrator by Central Technology Center, CC Docket No. 02-6, Order, 27 FCC Rcd 5086, 5087 ¶ 1 (Wireline Comp. Bur. 2012) (Central Technology Center Order); see also Requests for Review and/or Waiver of Decisions of the Universal Service Administrator by ABC Unified School District, et al., Schools and Libraries Universal Service Support Mechanism, CC Docket No. 02-6, Order, 26 FCC Rcd 11019, 11019 ¶ 2 (Wireline Comp. Bur. 2011) (waiving the filing deadline for appeals where petitioners had filed their appeals within a reasonable period of time after receiving actual notice of USAC's adverse decision).

¹⁸ See Request for Waiver and Review of the Decision of the Universal Service Administrator by KIPP, Inc., CC Docket No. 02-6, at 2 (filed May 16, 2011) ("[I]t was not until the School District received USAC's Demand Payment Letter that the School District discovered that there even was a problem.").

affidavit by its E-rate coordinator, Thomas Bayersdorfer, attesting that to his knowledge, MNPS never received notice of its debt prior to receiving its funding denial, and that due to a conversion from one voicemail system to another, he did not receive voicemails left him by USAC during Thanksgiving week, 2016. Mr. Bayersdorfer further attested that throughout his time as MNPS's E-rate coordinator, he had consistently identified email as his preferred method of receiving correspondence from USAC. Yet he never received any email correspondence about MNPS's outstanding debt, and USAC does not claim to have attempted to contact Mr. Bayersdorfer or MNPS via email. Mr. Bayersdorfer attested that during the time period that USAC was attempting to notify MNPS of its outstanding debt, Mr. Bayersdorfer received correspondence from USAC about various other matters both by mail and email. Thus neither he nor MNPS had any reason to suspect that MNPS had an outstanding debt that would affect its 2016 funding request. Given MNPS's insistence that it never received notice of its outstanding debt until it received a funding denial, its willingness to provide a sworn affidavit to that effect, and the questions raised herein about the adequacy of USAC's efforts to notify MNPS of its debt, ENA urges the Bureau to give MNPS the benefit of the doubt.

B. A Waiver Is in the Public Interest

Any of the Commission's rules may be waived if good cause is shown. ¹⁹ The Commission may exercise its discretion to waive a rule where the particular facts make strict compliance inconsistent with the public interest. ²⁰ In addition, the Commission may take into account considerations of hardship, equity, or more effective implementation of overall policy on an individual basis. ²¹

To begin with, as MNPS explains in its own appeal, the \$1,500 debt was the result of a ministerial error on its funding year 2012 application: MNPS inadvertently left one school off the application. There was no fraud, no bad faith, not even negligence, just an honest mistake. In fact, the Commission no longer considers this mistake an error. In 2014, the Commission ruled that applicants that inadvertently omit a school from their applications may amend their FCC Forms 471 even after the deadline for making changes. If this relief had been available in 2012, MNPS would have never been on the red light list.

For the Bureau to affirm USAC's decision would be to punish the students of Metropolitan Nashville far out of proportion to MNPS's alleged wrongdoing. ENA asks the Bureau to consider the equities in this case. It cannot be stated strongly enough that there was no waste, fraud, or abuse in this case. What's more, the omission of one school from MNPS's 2012 funding application constituted a \$1,500 error in a request for more than \$400,000 in E-rate funding,²⁴ an amount so small that the omission of this school could not possibly have affected

¹⁹ 47 C.F.R. § 1.3.

²⁰ Northeast Cellular Telephone Co. v. FCC, 897 F.2d 1164, 1166 (D.C. Cir. 1990).

²¹ WAIT Radio v. FCC, 418 F.2d 1153, 1159 (D.C. Cir. 1969); Northeast Cellular, 897 F.2d at 1166.

²² See MNPS Appeal at 6-7.

²³ First Modernization Order, 29 FCC Rcd at 8955-56 ¶ 218.

²⁴ See MNPS Appeal, Attachment B (Notification of Improperly Disbursed Funds Recovery Letter).

MNPS's discount calculation for that year, even if none of the students at the omitted school were eligible for free or reduced school lunches. MNPS acted in good faith and repaid the debt in January 2017, as soon as it learned of its existence. Under these circumstances, there is no public interest rationale for denying \$3.6 million in E-rate funding because of a mere fifteen hundred dollar debt that was promptly repaid.

A waiver would further the goals of the E-rate program without undermining the purpose of the red light rule and would thus be in the public interest. The purpose of the debt collection rules and procedures is not to punish debtors, but to provide incentives to repay the money owed. Such an incentive is not present where, as here, the debtor is not even aware of the debt. Accordingly, the public interest is best served not by punishing MNPS for failing to pay a debt it did not know existed, but by allowing E-rate funding to flow to a school district that needs it.

In considering this waiver request, ENA asks that the Commission take into account that the inefficiency and inadequacy of USAC's actions here—sending mail to the wrong address, not confirming that the letters were received, not using the applicant's preferred method of receiving correspondence, not rejecting SPI payment requests—all contributed to insufficient notice to MNPS that it had an outstanding debt that, if not paid, would jeopardize MNPS's E-rate funding. If USAC had clearly communicated with MNPS, MNPS could have settled its debt much earlier, and the only possible consequence of MNPS's red light status would have been a delay in ENA's receipt of certain SPI payments. Instead, MNPS stands to lose \$3.6 million in E-rate funding

²⁵ Schools and Libraries Universal Service Support Mechanism, CC Docket No. 02-6, Fifth Report and Order, 19 FCC Rcd 15808, 15821-22 ¶ 42 (2004) (stating that adopting debt collection requirements for the E-rate program "would be beneficial to the administration of the program in the prevention of waste, fraud and abuse . . . as it would strengthen incentives for beneficiaries and service providers to comply with the statute and our rules").

even though it paid its outstanding debt well within 30 days of finally receiving actual notice of the debt.

In short, MNPS made a minor ministerial error in a prior funding year, which resulted in a small debt that MNPS repaid as soon as it learned it was in arrears. ENA believes that it is unjust, in light of these circumstances and in the complete absence of waste, fraud, or abuse, to punish MNPS by withholding \$3.6 million in E-rate funding. Furthermore, the uncertainties regarding whether MNPS received adequate notice and opportunity to cure its debt before losing its 2016 funding, as well as the various mistakes that USAC evidently made in this case, make reversal all the more appropriate. ENA therefore respectfully requests that the Bureau reverse USAC's denial and instruct USAC to review MNPS's applications for 2016.

CONCLUSION

For the foregoing reasons, the Bureau should grant ENA's appeal or, in the alternative, its request for waiver.

Respectfully submitted,

/s/ Kathryn Conrad

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Counsel for Education Networks of America

February 23, 2018

13

CERTIFICATE OF SERVICE

This is to certify that on this 23rd day of February, 2018, a true and correct copy of the foregoing Request for Review and/or Waiver was sent via email to:

SLD, Universal Service Administrative Company, Appeals@sl.universalservice.org

/s/ Theresa Schrader

Affidavit of Rex Miller

I, Rex Miller, swear:

- 1. That I am senior vice president of Education Networks of America (ENA). I have been with ENA since 1998 and have been responsible for overseeing the company's financial management, including assisting program beneficiaries with the E-rate funding program. I have more than 29 years of experience in financial management in health care, manufacturing, and public accounting. I hold a bachelor's degree in accounting from the University of Pennsylvania's Wharton School.
- 2. That I have read the foregoing appeal and avow the information stated therein is true and correct to the best of my knowledge and belief.

Rex Miller

Senior Vice President

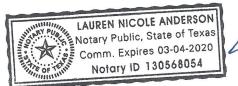
Education Networks of America, Inc.

618 Grassmere Park Drive, Suite 12

Nashville, TN 37211

Subscribed and sworn to before me this 22nd day of February, 2018.

[Seal]



Notary Public

Exhibit 1

											I			I					1
FRN	FRN	471	BEN Billed					Fund		Cmtd	Orig FRN	Wave	FCDL Date	FCDL Comment	FCDL Comment for FRN	PC Wave	Revised FCDL	Post Commitment Rationale	FRN
	Status	Application	Entit	,	St	tate	Provider	Year	Request	Funding	Service Type	Number		for 471		Number	Date		Committed
		Number	Name	:			Name			Request				Application					Amount
169912610	7 Denied	161054574	128258 METRO	PO NASHV	TILLE TN	I I	ENA Servic	2016	\$1,844,424.00		Data Transmission and/or Internet Access	30	1/19/2017	-	DR1:On 1/10/2017 your application was denied based on your noncompliance with the FCC's Red Light Rule which implements requirements of the FCC's Debt Collection Improvement Act of 1996 (FCC No. 04-72 (April 13, 2004).	£8 33	88/23/2017 12/27/2017	13-Pursuant to 47 C.F.R. sec. 1.1910(a)(1), USAC determined that you or an entity sharing the same Taxpayer Identification Number (TIN) has been delinquent on the payment of a debt owed to the Universal Service Administrative Company (USAC) and/or the FCC. We issued a Notice of Withholding Action explaining the nature of the debt(s) owed and the consequences of not satisfying the debt within 30 days of the date of the letter. USAC dismissed your application and denied all funding requests included in that application due to the fact that your debt(s) had not been satisfied. In your appeal, you have not shown that USAC's determination was incorrect. Consequently, your appeal is denied. You have been delinquent on your non-tax debt(s) owed to the FCC. FCC rules require that action be withheld on any application or request for benefits made by an entity found to be delinquent in its debt(s) to the FCC. The rules further state that the entity "will be informed that action will be withheld on the application[s] until full payment or arrangement to pay any non-tax delinquent debt owed to the FCC is made and/or that the application may be dismissed." See 47 C.F.R. sec. 1.1910(b)(2). [1] [33-Pursuant to 47 C.F.R. sec. 1.1910(a)(1), USAC determined that your or an entity sharing the same Taxpayer Identification Number (TIN) has been delinquent on the payment of a debt owed to the Universal Service Administrative Company (USAC) and/or the FCC. We issued a Notice of Withholding Action explaining the nature of the debt(s) owed and the consequences of not satisfying the debt within 30 days of the date of the letter. USAC dismissed our application and denied all funding requests included in that application due to the fact that your debt(s) had not been satisfied. In your appeal, you have not shown that USAC's determination was incorrect. Consequently, your appeal is denied. You have been delinquent on your non-tax debt(s) owed to the FCC. FCC rules require that action be withheld on any application or request for benefits	
169912810	1 Denied	161055248	128258 METRG	PO NASHV	TILLETN	ı	ENA Servic	2016	\$261,963.30	\$0.00	Voice	31	1/27/2017		DR1:On 1/10/2017 your application was denied based on your noncompliance with the FCC's Red Light Rule which implements requirements of the FCC's Debt Collection improvement Act of 1996 (FCC No. 04-72 (April 13, 2004).	08 33		18-Pursuant to 47 C.F.R. sec. 1.1910(a)(1), USAC determined that you or an entity sharing the same Taxpayer Identification Number (TIN) has been delinquent on the payment of a debt owed to the Universal Service Administrative Company (USAC) and/or the FCC. We issued a Notice of Withholding Action explaining the nature of the debt(s) owed and the consequences of not satisfying the debt within 30 days of the date of the letter. USAC dismissed your application and denied all funding requests included in that application due to the fact that your debt(s) had not been satisfied. In your appeal, you have not shown that USAC's determination was incorrect. Consequently, your appeal is denied. You have been delinquent on your non-tax debt(s) owed to the FCC. FCC rules require that action be withheld on any application or request for benefits made by an entity found to be delinquent in its debt(s) to the FCC. The rules further state that the entity "will be informed that action will be withheld on the application[s] until III] apyment or arrangement to pay any non-tax delinquent debt owed to the TCC is made and/or that the application may be dismissed." See 47 C.F.R. sec. 1.1910(b)(2). [1] [33-Pursuant to 47 C.F.R. sec. 1.1910(a)(1), USAC determined that your or an entity sharing the same Taxpayer Identification Number (TIN) has been delinquent on the payment of a debt owed to the Universal Service Administrative Company (USAC) and/or the FCC. We issued a Notice of Withholding Action explaining the nature of the debt(s) owed and the consequences of not satisfying the debt within 30 days of the date of the letter. USAC dismissed your application and denied all funding requests included in that application due to the fact that your debt(s) had not been satisfied. In your application and denied all funding requests included in that application due to the fact that your debt(s) had not been satisfied. In your appeal, you have not shown that USAC's determination was incorrect. Consequently, your appeal is denied. You have b	